

Message Text

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ACTION IO-14

INFO OCT-01 AF-10 ARA-16 EA-11 EUR-25 NEA-14 RSC-01 ISO-00

CIAE-00 CU-05 INR-11 NSAE-00 USIA-15 DODE-00 PM-07

H-03 L-03 NSC-07 PA-04 PRS-01 SP-03 SS-20 DRC-01

SAM-01 OMB-01 /174 W

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R 140942Z MAY 74

FM AMEMBASSY PARIS

TO SECSTATE WASHDC 2483

INFO USMISSION GENEVA

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NESCO

E.O. 11652 N/A

TAGS: PFOR, UNESCO, CB

SUBJECT: KHMER CREDENTIALS CHALLENGE AT UNESCO

REF: PARIS 09986

SUMMARY: ANALYSIS OF VOTING PATTERNS AT UNGA AND UNESCO EXTRAORDINARY GEN CONF ON CHALLENGE TO CREDENTIALS GOVT OF KHMER, COMING ABOUT MONTH APART LAST AUTUMN, INDICATE THAT 25 COUNTRIES SHOWED VARIATIONS OF VOTING PATTERNS WHICH MAY BE IMPORTANT IN DETERMINING OUTCOME OF CREDENTIALS VOTE AT THIS FALL'S UNESCO GEN CONF. A SPECIALLY TAILORED APPEAL TO THESE CAPITALS MAY BE PARTICULARLY USEFUL.

1. PERMDEL APPRECIATES RECEIVING DEC 5 ROLL CALL VOTE AT 28TH GA ON KHMER CREDENTIALS. DEL HAS MADE COMPARATIVE ANALYSIS WITH SIMILAR VOTE AT UNESCO WITH OBJECT OF BEGINNING PREPARATION FOR UNESCO
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GEN CONF THIS OCTOBER.

2. MEMBERSHIP IS SOMEWHAT DIFFERENT IN UNESCO THAN IN UN. UNESCO HAS 131 MEMBER STATES AS OF JAN 1973. SOUTH AFRICA AND PORTUGAL ARE NOT MEMBERS, NOR IS BAHAMAS, BHUTAN OR FIJI, ALL OF WHOM VOTED FAVORABLY ON KHMER ISSUE AT UN.

3. IN ANALYZING VOTE DEL CONCLUDES THAT THERE ARE SOME 25 COUNTRIES WHO MAY PLAY CRUCIAL ROLE IN DETERMINING SUCCESS OR FAILURE AT UNESCO GEN CONF IN OCT. THESE CAN BE GROUPED AS FOLLOWS: (A) SIX COUNTRIES THAT VOTED YES AT UN BUT ABSTAINED AT UNESCO; (B) EIGHT COUNTRIES THAT VOTED YES AT UN BUT DID NOT APPEAR FOR VOTE AT UNESCO; (C) SIX COUNTRIES THAT VOTED YES AT UNESCO BUT ABSTAINED AT UN AND (D) FIVE COUNTRIES THAT VOTED NO AT UN BUT ABSTAINED AT UNESCO.

4. THE SIX COUNTRIES THAT VOTED YES AT UN BUT ABSTAINED AT UNESCO WERE: BARBADOS, GHANA, IVORY COAST, LIBERIA, MALAWI AND PANAMA. IT MAY BE POSSIBLE TO URGE THESE GOVTS TO BE CONSISTENT IN THEIR VOTES AND VOTE YES AT BOTH FORUMS. THE ABSTENTIONS AT UNESCO WERE PROBABLY DUE EITHER TO LACK OF INSTRUCTIONS OR FAILING TO FOLLOW INSTRUCTIONS. IT WOULD SEEM PROBABLE THAT THE GOVTS CONCERNED WOULD WANT TO INSTRUCT THEIR DELEGATIONS TO VOTE CONSISTENTLY YES.

5. THE EIGHT COUNTRIES THAT VOTED YES AT UN BUT FAILED TO SHOW AT KHMER VOTE AT UNESCO WERE: BOLIVIA, CHILE, COSTA RICA, DOMINICAN REP, EL SALVADOR, GUATEMALA, PARAGUAY AND SINGAPORE. PERMREP IS QUITE CERTAIN THAT CHILE PURPOSEFULLY DID NOT APPEAR FOR THE KHMER VOTE AS THEIR DELEGATION WAS ACTIVE MOMENTS BEFORE IN BEATING BACK THE CHALLENGE TO THEIR CREDENTIALS. IT IS POSSIBLE THAT SINGAPORE ALSO DELIBERATELY DID NOT ATTEND. HOWEVER, LATIN AMERICAN DELEGATES SIMPLY MAY HAVE BEEN NEGLIGENT IN APPEARING FOR THE VOTE WHICH WAS AT OPENING OF LIMITED OFFICIAL USE

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CONFERENCE. THEREFORE IT MIGHT BE USEFUL TO APPEAL TO THESE GOVTS TO MAKE SPECIAL EFFORT TO SEE THAT THEIR DELEGATIONS BE PRESENT AT OPENING OF THE GEN CONF AND PARTICIPATE IN VOTE. IT COULD BE POINTED OUT THAT THE CREDENTIALS ISSUE AT UNESCO COMES UP FOR DECISION ON OPENING DAY OF CONFERENCE AND WILL LIKELY BE FIRST ITEM OF BUSINESS. SUCCUMBING TO ATTRACTIONS OF PARIS MAY BE A MORE IMPORTANT PROBLEM

TO OVERCOME THAN PUTTING ACROSS THE BEST
REASONED POLITICAL ARGUMENTS.

6. SIX COUNTRIES THAT ABSTAINED AT UN BUT VOTED
YES AT UNESCO WERE: ARGENTINA, AUSTRALIA, BURMA,

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FINLAND, ICELAND AND IRAN. IT WOULD BE MOST HELPFUL
IF THESE COUNTRIES COULD BE HELD IN THE YES COLUMN
AND NOT DRIFT TO AN ABSTENTION. IN ANALYZING THE
REASON FOR THE DIFFERENCE IN VOTE PERMREP TENDS TO
FEEL THAT THE CONVICTION THAT POLITICAL ISSUES SHOULD
BE DEALT WITH AT UN AND NOT AT UNESCO MAY HAVE BEEN
THE INFLUENCING FACTOR WITH FOUR OF THESE SIX,
NAMELY ARGENTINA, AUSTRALIA, FINLAND AND ICELAND.
AN ANALYSIS OF THE WAY THESE COUNTRIES VOTED ON ALL
FOUR CREDENTIALS CHALLENGES -- I.E. SOUTH VIET NAM,
CHILE, SOUTH KOREA AND KHMER -- SHOWS A CONSISTENT
YES VOTE. IT MAY BE THAT AN APPEAL TO THESE COUNTRIES
STRESSING THE NEED TO MAINTAIN THEIR YES VOTE ON THE
RATIONALE THAT THE KHMER ISSUE IS ESSENTIALLY

POLITICAL AND THEREFORE SHOULD BE DEALT WITH FIRST
AT THE UN AND NOT AT UNESCO MAY BE THE MOST EFFECTIVE
ARGUMENT.

7. THE FOLLOWING COUNTRIES ABSTAINED AT UNSCO
BUT VOTED NO AT THE UN: CAR, SRI LANKA,
ZAIRE AND ZAMBIA. OF THIS GROUP NEPAL, SRI LANKA,
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ZAIRE AND ZAMBIA ABSTAINED ON ALL CREDENTIALS VOTES.
CAR VOTED YES ON VIET NAM AND ABSTAINED ON THE OTHER
THREE. IT MAY BE THAT THESE COUNTRIES FOLLOWED A
SIMILAR REASONING AS DISCUSSED IN PARA 6 ABOVE AND
AN APPEAL COULD BE BASED ON STRESSING THE NEED TO
KEEP THE POLITICAL ISSUES IN THE PROPER FORUM AND
NOT IN UNESCO. A CONTINUED ABSTENTION RATHER THAN
A SHIFT TO NO WOULD CERTAINLY BE MOST HELPFUL.

8. COMMENT: TAKING A SPECIAL LOOK AT THESE 25
COUNTRIES MIGHT BE USEFUL AS THEY COULD IN FACT BE
THE SWING VOTES AT THE GEN CONF IN OCT. AN APPEAL
AT THE CAPITALS STRESSING THE POINTS BROUGHT OUT
IN THE ANALYSIS OF VOTING PATTERNS COULD PROVE
HELPFUL IN WHAT WILL SURELY BE A VERY CLOSE AND
DIFFICULT UNESCO VOTE.
IRWIN

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